

Message Text

CONFIDENTIAL

PAGE 01 SANTIA 08706 01 OF 02 301852Z

42

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TO SECSTATE WASHDC 6352

C O N F I D E N T I A L SECTION 1 OF 2 SANTIAGO 8706

E. O. 11652: GDS

TAGS: CI, SNAR

SUBJECT: NARCOTICS: SEMI-ANNUAL REPORT TO CONGRESS

REFS: (A) STATE 290355 (B) STATE 286666 (C) SANTIAGO 5538

1. AS INSTRUCTED REFTEL A, SUMMARY OF SECTION A OF SEMI-ANNUAL REPORT TO CONGRESS FOLLOWS:

2. CHILE, COVERING PERIOD JULY 1 TO DECEMBER 31, 1975.

OVERVIEW: DESPITE CERTAIN STRAINS IN US-CHILEAN POLITICAL RELATIONS, GOC CONTINUED TO GIVE FULL COOPERATION IN JOINT EFFORTS AGAINST NARCOTICS TRAFFICKING. DEA PERSONNEL FURTHER CEMENTED EXCELLENT WORKING ARRANGEMENTS WITH GOC NATCOTICS LAW-ENFORCEMENT UNITS WHILE SUCCESSFULLY AVOIDING ANY EMBARRASSMENT TO USG BECAUSE OF GOC'S CURRENT POOR IMAGE IN HUMAN RIGHTS AREA. RESULT OF JOINT EFFORT HAS BEEN TO PREVENT RESURGENCE OF CHILEAN TRAFFICKERS AS MAJOR FACTOR IN INTERNATIONAL COCAINE TRADE. EVIDENCE INDICATES THAT OVER LAST SIX MONTHS MOVEMENT OF CHILEAN TAFFICKERS AND LABORATORIES INTO MORE REMOTE AREAS OF CHILE OR OVER BORDERS INTO NEIGHBORING COUNTRIES HAS CONTINUED, AS DIRECT RESULT OF HEAVY GOC PRESSURE. SOPHISTICATED AND EXPERIENCE CHILEAN TAFFICKERS AND COCAINE "CHEMISTS" HAVE BEEN DECIMATED IN EXPULSION PROGRAM TO US, OR HAVE HAD TO SHIFT MANY OF THEIR OPERATIONS OUT OF CHILE. WHILE INTER-REGIONAL COOPERATION IS AT FAR FROM OPTIMUM LEVEL, COOPERATION BETWEEN ARGENTINE AND CHILEAN

CONFIDENTIAL

CONFIDENTIAL

PAGE 02 SANTIA 08706 01 OF 02 301852Z

POLICE HAS RESULTED IN BREAKING UP SIGNIFICANT COCAINE SMUGGLING

RINGS OPERATING ACROSS CHILE/ARGENTINA BORDER.

3. DISRUPTION OF OLDER TRAFFICKING ROUTES AND PRACTICES AFTER CHILEAN COUP OF SEPTEMBER 1973 HAS LED TO APPARENT PROBES BY TRAFFICKERS INTO NEW ROUTES AND PATTERNS AS THEY SEARCH FOR WEAKPOINTS IN THE ENFORCEMENT BARRIERS. PRINCIPAL NEW FACTOR APPEARS TO BE USE OF ARGENTINA BY CHILEAN TRAFFICKERS AS REFUGE, PROCESSING, AND TRANSIT POINT, WITH MOVEMENT OF COCAINE IN PATTERNS INVOLVING PERU AND BOLIVIA AS PRODUCERS, CHILE AND ARGENTINA AS PROCESSORS, AND ARGENTINA INCREASINGLY IMPORTANT AS EXPORT POINT FROM REGION TO MARKETS IN US AND EUROPE. HOWEVER, SOME EVIDENCE POINTS TO DEVELOPMENT OF NEW SMUGGLING ROUTES FROM CHILE TO PACIFIC POINTS SUCH AS TAHITI AND HAWAII, WHENCE COCAINE ENTERS US. INCREASING USE MAY ALSO BE DEVELOPING OF SHIPS MOVING FROM CHILEAN PORTS EITHER DIRECT TO US OR TO US VIA THIRD COUNTRIES. THIS LATTER ROUTE IS ATTRACTIVE TO RAFFICKERS DUE TO LACK OF EFFECTIVE CUSTOMS CONTRO. VERY EFFECTIVE CHILAN CUSTOMS NARCOTICS UNIT WAS DISBANDED FOR POLITICAL REASONS, UNRELATED TO NARCOTICS, AT TIME OF 1973 COUP, AND HAS NOT BEEN REPLACED. MISSION CONTINUES TO WORK WITH GOC TO PLUG GAP.

4. MISSION NOW REGARDSNARCOTICS PROGRAM IN CHILE ITSELF AS PRIMARILY HOLDING OPERATION TO PREVENT RECOVERY OF TRAFFIC OR EXPLOITATION OF NEW ROUTES WHICH ARE BEING PROBED BY TRAFFICKERS, WHILE ATTENTION AND RESOURCES BEGIN TO BE TURNED TOWARD REGIONAL REFFORTS. FIRM EVIDENCE OF CONTINED SUCCESS OF INTERNAL CHILEAN EFFORT WAS ARREST IN DECEMBER OF MOST IMPORTANT REMAINING D CHILEAN "CHEMIST," MAJOR SUPPLIER TO TRAFFIC, WITH SEVERAL OTHER IMPORTANT TRAFFICKERS AND SIGNIFICANT AMOUNT OF COCAINE.

5. LEGAL DEVELOPMENTS: GOC HAS PREPARED AND SHOULD PUT INTO EFFECT SOON AMENDMENTS TO VERY GOOD 1973 NARCOTICS CONTROL LAW WHICH WILL CLOSE CERTAIN LOOPHOLES WHICH HAVE BEEN IDENTIFIED. DRAFT OF NEW EXTRADITION TREATY WITH US WHICH WILL INCLUDE NARCOTICS OFFENSES IS COMPLETE IN ALL SUBSTANTIVE ELEMENTS, WITH SIGNING TO BE ACCOMPLISHED AS SOON AS TECHNICAL DETAILS OF TRANSLATIONS AND PREPARATION OF FINAL TEXTS ARE COMPLETED. FURTHER STEPS TOWARD FINAL GOC ACTION PUTTING INTO EFFECT 1971 PSYCHOTROPIC TREATY AND 1972 AMENDING PROTOCOL WERE TAKEN DURING PERIOD, AND FINAL ACTION IS EXPECTED VERY SOON.

CONFIDENTIAL

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PAGE 03 SANTI 08706 01 OF 02 301852Z

6. ORGANIZATION DEVELOPMENTS: ALTHOUGH GOC CONTINUES TO MAINTIAN TWO SEPARATE AND COMPETING NARCOTICS ENFORCEMENT UNITS, SOME PROGRESS WAS MADE TOWARD DESIRABLE GOAL OF A CENTALIZED AUTHORITY. "INVESTIGACIONES," THE NATIONAL CIVIL POLICE, DURING THE REPORTING PERIOD CREATED A SEPARATE, AUGMENTED NARCOTICS DIVISION.THE MISSION APPROVED THE MOVE HEARTILY AND BELIEVES IT WILL SERVE AS A BASIS FOR A GRADUAL CENTRALIZATION OF NARCOTICS ENFORCEMENT

IN THE ONE AGENCY. "CARABINEROS," THE NATIONAL UNIFORMED CONSTABULARY, CONTINUE TO MAINTAIN A RELATIVELY MINOR NARCOTICS ENFORCEMENT CAPABILITY WHICH HAS HAD SOME SUCCESSES, BUT THE MISSION HAS OPTED TO CONCENTRATE MOST OF ITS SUPPORT IN THE "INVESTIGACIONES" UNIT. THE GREATEST WEAKNESS IN GOC ORGANIZATION CONTINUES TO BE LACK OF NARCOTICS UNIT IN CUSTOMS.

7. PROBLEMS: MAJOR DIFFICULTY IS LACK OF RESOURCES WHICH GOC CAN DEVOTE TO NARCOTICS EFFORT IN LIGHT OF

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PAGE 01 SANTIAGO 08706 02 OF 02 301902Z

44

ACTION ARA-10

INFO OCT-01 ISO-00 DEAE-00 CIAE-00 INR-07 IO-10 JUSE-00

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C O N F I D E N T I A L SECTION 2 OF 2 SANTIAGO 8706

COUNTRY'S SEVERE ECONOMIC POSITION. EVEN WITH US ASSISTANCE, NARCOTICS ENFORCEMENT UNITS ARE SEVERELY HANDICAPPED BY LACK OF FUNDS FOR OPERATIONAL EXPENSES. PROBLEM AFFECTS ALL GOC ACTIVITIES, HOWEVER, AND MISSION IS CONVINCED THAT NARCOTICS ENFORCEMENT IS BEING GIVEN SIGNIFICANT PRIORITY WITHIN GOC LIMITATIONS. NEW PROBLEM EMERGING DURING PERIOD WAS US EFFORT TO RETURN CHILEAN OR ALIEN RESIDENT TRAFFICKERS WHO WERE EXPELLED TO US, AT US REQUEST, IN LATE 1973 AND EARLY 1974. AS RESULT OF ACQUITTALS, PLEA BARGAINING, SHORT SENTENCES, ETC., SEVERAL TRAFFICKERS HAVE ALREADY BEEN TURNED OVER TO INS FOR DEPORTATION. GOC NARCOTICS ENFORCEMENT CONTACTS INDICATE THEY ARE SURPRISED AND UPSET OVER US HANDLING OF EXPELLEES, AND SO FAR ARE NOT PREPARED TO ACCEPT RETURN OF EXPELLEES. THREE HAVE ALREADY BEEN REFUSED ENTRY, AND PROBLEM MAY BECOME SIGNIFICANT FOR BOTH GOVERNMENTS AS MORE OF THE ORIGINAL TWENTY EXPELLEES COMPLETE SENTENCES.

8. IN SUMMARY, MISSION CONSIDERS THAT CURRENT US PLANS AND PROGRAMS

FOR NARCOTICS CONTROL IN CHILE ARE APPROPRIATE, EFFECTIVE, AND ECONOMIC IN RESOURCES USED. BARRING UNFORESEEN DEVELOPMENTS, JOINT EFFORTS WITH GOC SHOULD MAINTAIN OR REDUCE FURTHER PRESENT MODERATE LEVEL OF NARCOTICS ACTIVITY IN CHILE PROPER. ADDITIONAL EFFORTS NOW MUST BE FOCUSED ON REGIONAL OPERATIONS.

9. SECTION A 1: "INVESTIGACIONES (DGI)" IS ONE OF TWO ENFORCEMENT AGENCIES RECEIVING US SUPPORT WITH SECTION 482 FUNDS ADMINISTERED UNDER SINGLE PROJECT AGREEMENT. DGI HAS MOST EXPERIENCED NARCOTICS
CONFIDENTIAL

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PAGE 02 SANTIA 08706 02 OF 02 301902Z

OFFICERS, AND AS PLAINCLOTHES, DETECTIVE INSTITUTION, IS BEST ADAPTED AMONG CHILEAN POLICE UNITS TO NARCOTICS WORK. UNTIL MID-1975 MISSION GAVE ROUGHLY EQUAL SUPPORT, BOTH IN FUNDING AND LIAISO, TO THIS UNIT AND TO CARABINEROS NARCOTICS UNIT, IN VIEW OF GOC UNWILLINGNESS OR INABILITY TO CONCENTRATE UPON ONE AGENCY. THOROUGH REVIEW OF EFFECTIVENESS AND FUTURE DEVELOPMENT POSSIBILITIES OF TWO UNITS LED MISSION TO CONCLUDE THAT US SUPPORT WOULD BE MOST EFFECTIVE IF SHIFTED LARGELY TO DGI. UNDER ACTIVE AND DEDICATED COMMANDER, DGI HAS ESTABLISHED NEW, REINFORCED NARCOTICS "BRIGADE" KNOWN AS (CHILEAN) BUREAU OF NARCOTICS AND DANGEROUS DRUGS. THIS CBNDD HAS OPENED NEW SUBOFFICES IN SEVERAL PROVINCIAL CITIES, ACCEPTED IN-COUNTRY TRAINING OF ITS PERSONNEL BY DEA, AND SHOWN ITSELF TO BE MOST LIKELY CANDIDATE FOR EVENTUAL FORMAL CENTRALIZATION OF GOC NARCOTICS EFFORT. SINCE AUGUST 1975, THEREFORE, MISSION HAS INCREASINGLY CONCENTRATED ITS SUPPORT EFFORTS BEHIND CBNDD. LOCAL SITUATION, PARTICULARLY JEALOUSIES BETWEEN TWO POLICE UNITS, HAS DICTATED THAT THIS SHIFT BE UNDERTAKEN WITHOUT FANFARE, ALTHOUGH NOT SECRETLY, AND MISSION HOPES THAT SPECIFIC REFERENCE TO IT CAN BE AVOIDED IN ANY CONGRESSIONAL MATERIAL MADE PUBLIC.

10. SECTION A 2: "CARABINEROS," CHILE'S UNIFORMED NATIONAL CONSTABULARY, HAS SINCE THE COUP OF SEPTEMBER 1973 MAINTAINED A NARCOTICS ENFORCEMENT CAPABILITY WITHIN A LARGER UNIT WHICH HAS OTHER LAW-ENFORCEMENT RESPONSIBILITIES AS WELL. FORMATION OF THIS UNIT WAS AT LEAST IN PART DUE TO REACTION AGAINST CORRUPTION IN DGI (NOW REDUCED GREATLY) AND TO GENERAL DESIRE ON PART OF UNIFORMED INSTITUTIONS ("CARABINEROS" ARE CONSIDERED ONE OF CHILE'S ARMED FORCES) TO "CLEAN-UP" CRIMINAL ACTIVITY IN GENERAL. "CARABINEROS" HAVE HIGH REPUTATION FOR EFFICIENCY AND HONESTY, AND INITIALLY PERFORMED VALUABLE WORK IN ATTACKING NARCOTICS TRAFFIC. HOWEVER, INSTITUTION IS NOT WELL SUITED TO UNDERCOVER WORK, AND IT HAS FAILED TO GIVE NARCOTICS ENFORCEMENT SAME STRONG EMPHASIS AS HAS DGI. AS DGI WEEDED OUT MUCH OF ITS CORRUPTION AND BECAME MORE EFFICIENT AT NARCOTICS WORK, IT BECAME MORE AND MORE CLEAR TO MISSION THAT EMPHASIS SHOULD BE GIVEN TO DGI. "CARABINEROS" ARE PROUD OF PREVIOUS SUCCESSES, HOWEVER, AND RELUCTANT TO LEAVE FIELD TO DGI. ORGANIZATION STILL OPERATES WITH SOME EFFECTIVENESS IN NARCOTICS ENFORCEMENT, AND ABRUPT CESSATION OF US COOPERATION

OR SUPPORT WOULD BE COUNTERPRODUCTIVE. MISSION EXPECTS THAT
"CARABINEROS" WILL EVENTUALLY PHASE OUT THEIR NARCOTICS UNIT,
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PAGE 03 SANTI 08706 02 OF 02 301902Z

BUT IN MEANTIME MISSION INTENDS TO MAINTAIN BEST POSSIBLE RELATIONS
WITH INSTITUTION AND GIVE IT MODEST TRAINING AND EQUIPMENT SUPPORT
FOR AT LEAST IMMEDIATE FUTURE.
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